UNITED NATIONS

A

General Assembly

Distr.
GENERAL

A/45/695
7 November 1990

ORIGINAL: ENGLISH

Forty-fifth session
Agenda item 79 (c)

DEVELOPMENT AND INTERNATIONAL ECONOMIC CO-OPERATION: REVIEW AND APPRAISAL OF THE IMPLEMENTATION OF THE SUBSTANTIAL NEW PROGRAMME OF ACTION FOR THE 1980s FOR THE LEAST DEVELOPED COUNTRIES

Second United Nations Conference on the Least Developed Countries

Report of the Secretary-General

CONTENTS

		Paragraphs	Page
I.	INTRODUCTION	1 - 2	3
II.	OUTCOME OF THE SECOND UNITED NATIONS CONFERENCE ON THE LEAST DEVELOPED COUNTRIES	3 - 47	3
	A. The Paris Declaration	9 - 10	5
	B. The Programme of Action for Least Developed Countries for the 1990s	11 - 44	5
	1. Assessment of the socio-economic situation in the 1980s	13 - 14	6
	2. The Programme of Action	15 - 44	6
	(a) Basic principles	15	6
	(b) The macro-economic policy framework	16	7
	(c) External resources	17 - 22	7
	(d) External indebtedness of the least developed countries	23 - 27	9

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CONTENTS (continued)

		Paragraphs	Page
	(e) External trade	28	10
	(f) Mobilizing and developing human capacities in the least developed countries	29 - 34	10
	(g) Development, particularly expansion and modernization of the economic base	35 - 36	12
	(h) Arrangements for implementation, follow-up and monitoring and review	37 - 44	12
C.	Other issues	45 - 47	14
III.	PREPARATORY PROCESS FOR THE SECOND UNITED NATIONS CONFERENCE ON THE LEAST DEVELOPED COUNTRIES	48 - 61	15
A.	Preparatory meetings	49 - 50	15
B.	Mobilization and co-ordination of organs, organizations and bodies of the United Nations system	51 - 52	15
C.	Preparations at the regional level	53	16
D.	Participation of the least developed countries in the preparatory process	54 - 55	16
E.	Preparatory experts' meetings	56	17
F.	Support to the preparatory process by the United Nations Development Programme and by other bilateral sources	57 - 59	18
G.	Public information activities	60 - 61	19

I. INTRODUCTION

1. Pursuant to General Assembly resolution 42/177 of 11 December 1987, the Second United Nations Conference on the Least Developed Countries, hosted by the Government of France, was held at the headquarters of the United Nations Educational, Scientific and Cultural Organization (UNESCO) in Paris from 3 to 14 September 1990. The General Assembly had designated the United Nations Conference on Trade and Development (UNCTAD) as the focal point for the preparations of the Conference, and the Secretary-General of UNCTAD served as its Secretary-General. The Conference, in which 150 Governments participated, reviewed the socio-economic progress in the least developed countries during the 1980s; progress in international support measures during that decade; and a Programme of Action for the Least Developed Countries for the 1990s, containing national and international policies and measures for accelerating the development process in those countries during the coming decade. It also adopted a political declaration, the Paris Declaration.

2. In its resolution 44/220 of 22 December 1989, recalling its resolution 42/177, as well as its resolution 43/186 of 20 December 1988, the General Assembly requested the Secretary-General to submit a report to the Assembly at its forty-fifth session on the outcome of the Second United Nations Conference on the Least Developed Countries. The present report has been prepared in response to that request. Section two provides an assessment of the outcome of the Conference; and section three contains an account of the preparatory process for the Conference, focusing on activities undertaken in response to the relevant paragraphs in Assembly resolution 44/220.

II. OUTCOME OF THE SECOND UNITED NATIONS CONFERENCE ON THE LEAST DEVELOPED COUNTRIES

3. The Second United Nations Conference on the Least Developed Countries, held in Paris in September 1990, was an occasion to draw world attention to and bring into political focus the problems of the weakest and poorest members of the international community. Drawing on the experience and lessons from the 1980s, it was able to agree on the strategies and development priorities for those countries for the coming decade, taking into account the variety and diversity that they present. At its closing plenary meeting on 14 September 1990, the Conference unanimously adopted the Programme of Action for the Least Developed Countries for the 1990s and a final declaration, the Paris Declaration, 1/ proclaiming participants' commitment to implementing this Programme throughout the decade.

4. Taken together, the Paris Declaration and the Programme of Action reflect a strong commitment of the international community to act urgently and effectively to arrest and reverse the deterioration in the socio-economic situation in the least developed countries and to revitalize their growth and development, based on the principle of shared responsibility and strengthened partnership. The Programme of Action contains several novel features. It incorporates a number of new concepts and addresses areas of concern that have emerged during the past decade. Overall,

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this Programme can be seen as making a qualitative step forward beyond the Substantial New Programme of Action for the 1980s for the Least Developed Countries adopted by the first Conference in 1981. 2/

5. A basic feature of the Programme of Action is the recognition that development centred on human welfare is much broader and more complex than a linear process of growth and that stress should be laid on non-economic factors and objectives of development. The democratic and equitable participation of all social actors is essential. The guidelines contained in the Programme are predicated, however, on the reality that economic growth in the least developed countries is indispensable for the attainment of the other objectives of the Programme.

6. Noteworthy features of the Programme of Action are also the comprehensive treatment of structural adjustment, resource flows and debt, and the emphasis given to the role of different actors - particularly women, entrepreneurs and non-governmental organizations. The Programme underlines that national policies to foster sustainable growth should aim at improving the flexibility and responsiveness of economies, ensuring the effective allocation and use of resources, and facilitating adjustment to changes in the external environment - without detriment to basic living standards or long-term growth potential. In the same context, it gives encouragement to the use, as appropriate to the particular circumstances of each country, of market signals and competitiveness in promoting entrepreneurial initiative and in optimizing the contributions of the public and private sectors. Moreover, it sets forth guidelines on the mobilization of national resources and the promotion of domestic and foreign investment. The Programme of Action nevertheless makes it clear that national policies have little chance of succeeding without a supportive external environment and supportive international action, including substantial and sustained financial flows, a durable solution to the debt problem and improved access to markets.

7. The recognition of effective follow-up and monitoring as key to the successful implementation of the Programme of Action is one of its significant features. In this respect, the Conference agreed on a system of national, regional and global follow-up to monitor the effective implementation of commitments and ensure the operational character of the Programme. Effective mechanisms to implement the Programme must be an immediate result of the Conference. Moreover, linkages between different levels of follow-up must secure that the global context is borne in mind in planning and undertaking action at the national level and provide flexible responses to changes in the international economic environment.

8. The adoption by broad consensus of the Programme of Action for the Least Developed Countries for the 1990s constituted a major success of the Second United Nations Conference on the Least Developed Countries. The following sets out the main features of the new Programme, highlighting some of the new areas of emphasis, the implications of agreements in key areas and major issues requiring follow-up.

A. The Paris Declaration

9. In the Paris Declaration, participants in the Conference stated that the Programme of Action demonstrates their unanimous determination to promote an ambitious development policy and that its success rests on the effectiveness of national policies, a favourable international economic climate and a strengthened partnership based on mutual commitments. Participants defined five priority areas in this Programme: (a) to conduct a macro-economic policy, taking account of market signals and aimed at accelerating long-term growth and development, showing concern for the situation of the most vulnerable groups of the population; (b) to develop human resources; (c) to reverse the trend towards environmental degradation, to manage the environment with a view to the effective and durable utilization of natural resources and to reinforce action to deal with disasters; (d) to promote an integrated policy of rural development; and (e) to develop a diversified productive sector.

10. In order to help achieve those priorities, participants agreed on the need to reinforce the efforts of the least developed countries with external support measures. The essential role of official development assistance (ODA) for those countries was recognized, and its amount should be substantially increased. Participants also affirmed their determination to pursue their efforts in the context of the international debt strategy and to contribute to the improvement of the international economic climate and to the integration of the least developed countries into the international trading system.

B. The Programme of Action for the Least Developed Countries for the 1990s

11. The Programme of Action for the Least Developed Countries for the 1990s is a comprehensive statement of strategy and policy, which delineates the national and international actions that need to be pursued during the 1990s. It enunciates the basic principles that should guide the relationship between the least developed countries and their development partners. It develops a global framework containing the following broad elements: macro-economic framework; financing growth and development (domestic and external resources); external indebtedness of least developed countries; external trade; and strengthening economic and technical co-operation between least developed countries and other developing countries. In the area of sectoral policies and measures, the Programme of Action includes two broad sections: mobilizing and developing human capacities in least developed countries; and development, particularly expansion and modernization of the economic base. The Programme also contains a section on arrangements for implementation, follow-up and monitoring and review at national, regional and global levels.

12. The salient, novel features of the Programme of Action relate to: (a) the basic principles; (b) the macro-economic policy framework which provides the basis for structural transformation of the economies of the least developed countries; (c) a new approach to external resources, including targets for official development assistance; (d) the comprehensive treatment of the external debt of the

least developed countries; (e) the emphasis given to the need for democratic and equitable participation of all social actors in the development process; and (f) the recognition of the need for a strengthened and effective follow-up and monitoring mechanism.

1. Assessment of the socio-economic situation in the 1980s

13. The Programme of Action is prefaced by a section entitled "Assessment of the socio-economic situation in the least developed countries in the 1980s", which provides an assessment of the overall performance of the economies of those countries, as well as policies and measures undertaken by them at the national level in key areas, and the external environment facing them. It is acknowledged that, despite national and international efforts on behalf of those countries, the social and economic situation of the least developed countries as a whole worsened during the 1980s. Of particular concern was the rapid deterioration in their social conditions. There was a broad consensus on the factors that contributed to that worsening state of affairs, including national problems (such as interaction of population growth, poverty and environmental degradation, problems associated with the design and implementation of structural adjustment programmes, natural disasters) and adverse external conditions (such as depressed commodity prices, difficulty of access to markets, and lower than expected aid flows). It is noted that external debt servicing emerged as a major problem for most least developed countries during the 1980s.

14. In the concluding part of that assessment, it is recalled that during the latter half of the 1980s, major policy reforms were initiated by many of the least developed countries to carry out a structural transformation of their domestic economies. At the same time, measures taken by a number of donors in the areas of aid, debt and trade are noted. Some improvements were also observed over the 1980s in the mechanisms for distributing and co-ordinating aid.

2. The Programme of Action

(a) Basic principles

15. The Programme of Action outlines a number of principles that should constitute the basis for action for the least developed countries, their development partners, including international organizations, financial institutions and development funds. Concerned non-governmental organizations, including particularly indigenous non-governmental organizations, are also requested to participate in the Programme of Action. The basic principles stress the following themes: shared responsibility and strengthened partnership as vital to success of the Programme; least developed countries having the primary responsibility for the formulation and implementation of development policies and priorities; the need for adequate external support by development partners; commitments and strengthened joint efforts by least developed countries and development partners to render the Programme of Action operational, to implement its constituent parts and to ensure

coherence and complementarity between national and international efforts. It is emphasized that commitments undertaken should be measurable and sufficiently transparent to enable monitoring and assessment of the Programme of Action.

(b) The macro-economic policy framework

16. The Programme of Action recognizes that the objective of macro-economic policy is to create a favourable environment and constitute a basis for sustained economic growth and long-term development of the economy. It brings out the importance of reconciling the requirements of a long-term development strategy with the need to re-establish macro-economic balance rapidly. The design of structural adjustment policies should take into account social factors, and development partners should support efforts to protect the poorest and most vulnerable groups in a manner consistent with the overall programme. Policies and measures should focus on the basic transformational needs of the least developed countries. The policy guidelines established cover, inter alia, such aspects as paying particular attention to linkages among various economic activities; establishing external, monetary and fiscal stability; creation of conditions for necessary investment; and broad guidelines for subsidies, price controls and income distribution.

(c) External resources

17. With respect to the financing of growth and development of the least developed countries during the 1990s, the Programme of Action recognizes that for them to reach a modest per capita growth, even within an appropriate policy environment, they would need a considerable increase in domestic savings and development assistance. The international community, particularly the developed countries, committed itself to a significant and substantial increase in the aggregate level of external support.

18. The formulation of a target for concessional resource flows commensurate with the required increase in external support was one of the key issues before the Conference. The Programme of Action provides for targets that map out more clearly than before the different undertakings given by the donors in that regard. Separate provisions have been spelled out for donor countries grouped according to their aid policy and performance vis-à-vis the least developed countries, so that donor countries in those different groups should increase their efforts and improve their performance. Those already providing more than 0.20 per cent of their gross national product (GNP) as official development assistance (ODA) to the least developed countries should continue to do so and increase their efforts. Those donor countries which have met the target of the Substantial New Programme of Action for the 1980s for the Least Developed Countries of 0.15 per cent should undertake to reach 0.20 per cent by the year 2000, and the others committed to the 0.15 per cent target should undertake to achieve that target within the next five years or make their best efforts to accelerate their endeavours to reach it. Other donor countries should, during the period of the Programme of Action, exercise individual best efforts to increase their ODA to least developed countries with the effect that collectively their assistance to those countries should increase. It is noteworthy that all countries joined in the consensus on the set of targets for the provision of concessional resources contained in the new Programme of Action.

19. The alternative undertakings under this new approach allow for measurability of donors' commitments. By encouraging each donor to improve its aid performance, they should contribute to increasing significantly the volume of aid to the least developed countries during the 1990s. The United States of America and Japan - two major aid donors to these countries - and the Union of Soviet Socialist Republics made statements at the closing plenary meeting of the Conference, indicating full support to the ODA undertakings in the Programme of Action and the willingness of their Governments to increase efforts to provide additional resources to the least developed countries. Neither the United States nor the USSR had committed themselves to the aid targets of the Substantial New Programme of Action. Japan, on that occasion, acknowledged 0.15 per cent of GNP as a widely accepted goal for the aid flow to least developed countries and indicated that it would bear that in mind in increasing its efforts to help them. During the Conference itself, two other leading donors to those countries, France and Italy, proclaimed their commitment to the 0.20 per cent target.

20. Preliminary estimates made by the UNCTAD secretariat after the adoption of the Programme of Action indicate that implementation of those undertakings by all donors concerned could result, in real terms, assuming that real GNP growth in those donor countries will be about 3 per cent annually on the average throughout the decade, in a volume of ODA to the least developed countries reaching a level of almost 50 per cent above the 1988 level in 1995 and over 90 per cent above the 1988 level in the year 2000. 3/ Those levels would cover about two thirds of the estimated ODA requirements of those countries under the recovery scenario presented by the UNCTAD secretariat before the Conference. Accordingly, they would result in an average growth rate of the gross domestic product (GDP) of the least developed countries of about 1 per cent point lower than the one envisaged in that scenario. 4/ Considering that there are few indications of renewed rapid growth in overall aid volumes in the 1990s, increases of that magnitude in the flow of concessional resources to the least developed countries would be a positive outcome. On the other hand, as they would not fully meet projected external capital requirements of those countries for the decade, ways and means to raise additional financing would need to be sought to enable that group of countries to attain accelerated economic growth.

21. Furthermore, allowance has to be made for the impact of recent developments in the Middle East, including fluctuations in the oil market, reduced demand for least developed countries' exports from important trading partners and reduced inflows of workers' remittances, which were not taken into account at the time of the adoption of the Programme of Action and which call for further additional financing. It is estimated that the impact of the increase in oil prices and related developments would reduce least developed countries' GDP growth rate during the next decade by another percentage point.

22. With respect to the essential role of ODA, the Programme of Action also lays down that the bulk of assistance should be provided in the form of grants and that it must be managed effectively and with transparency. The Programme sets out a number of recommendations for improving aid modalities and aid effectiveness. Moreover, it spells out the steps to be taken in order to expand external private non-debt-creating flows.

(d) External indebtedness of the least developed countries

23. The Programme of Action contains a comprehensive assessment of the problem of the external indebtedness of the least developed countries, and offers a broad indication of the action that needs to be taken to resolve it. It is recognized that the debt overhang continues to be a major hindrance to the development plans of the least developed countries, making economic adjustment with growth extremely difficult and risking the undermining of the essential political commitment to reform. The Programme underscores the need for strengthened efforts on the international debt strategy, and calls for concrete measures to alleviate the debt burden and increase concessional financing.

24. As regards bilateral concessional or ODA debt, all donors are urged to implement measures to cancel or provide equivalent relief for such debt as a matter of priority. As noted below, further action is already being taken in that area.

25. The Programme of Action also contains a number of important recommendations pertaining to other official bilateral (i.e. non-concessional) debts. The Paris Club is invited to continue to apply Toronto terms and to consider the application of those terms to all least developed countries seeking to reschedule their official debts according to its established procedures and criteria. Moreover, the relevant authorities are encouraged to continue discussions, as a matter of priority, to address the debt burdens and maximize the effectiveness of measures to alleviate them and the development problems arising therefrom. The Paris Club is urged, taking into account the July 1990 Houston Summit Communiqué, to review implementation of the existing Toronto options that apply to least developed countries and also to review additional options that may be necessary. The discussions could include proposals made by some Governments, which would involve further measures to reduce the debt burden of those countries. Significant proposals have already been made for official bilateral debt reduction in line with the recommendations in the Programme of Action. During the Conference itself, Netherlands proposed that creditor nations collectively grant complete cancellation of bilateral official debt to the poorest developing countries facing severe debt problems, including in particular severely indebted least developed countries. Subsequently, the United Kingdom of Great Britain and Northern Ireland, at the Commonwealth Finance Ministers' Meeting in Port of Spain in September 1990, launched an initiative on official debt relief for the poorest countries, proposing an improvement in the Toronto terms, notably by an initial write-down of two thirds of outstanding official debt.

26. As regards bilateral concessional debt, the President of France, in addressing the Conference, announced the cancellation by his country of such loans to the least developed countries in other regions of the world, in addition to action already undertaken to cancel the debt of the African least developed countries. Further action in the debt area from which the least developed countries are expected to benefit have been announced to the General Assembly by Kuwait and by Qatar.

27. In the part of the Programme of Action dealing with debt to multilateral institutions and development funds, all the institutions concerned, particularly

those providing non-concessional credits, are invited to give serious attention to measures to alleviate the burden of the debt least developed countries owe to them, bearing in mind the need to preserve the sound financial basis and credit rating of those multilateral institutions and development funds and the revolving nature of their resources. The United States made a formal reservation on the paragraph in the Programme of Action containing this provision. 5/ With respect to commercial debt, donors, commercial banks and non-governmental organizations are encouraged to consider various mechanisms to alleviate the commercial debt burden.

(e) External trade

28. The part of the Programme of Action relating to external trade underscores that urgent steps are needed to provide improved market access for products originating from least developed countries and that there is scope for further improvement of the generalized system of preferences (GSP) schemes and improved utilization of the benefits conferred. Agreement was reached that special attention should be given within the framework of multilateral trade negotiations to least developed countries' needs and to areas such as advanced implementation of most favoured nation concessions, elimination or substantial reduction of tariffs and non-tariff barriers, the fullest possible liberalization of trade in textiles and clothing, as well as other special measures for least developed countries. Specific measures relating to greater utilization and improvement of GSP schemes are also spelled out. The Programme of Action furthermore deals with diversification of exports, commodities and compensatory financing, recognizing, inter alia, the importance of compensatory financing as a short-term measure to help absorb the shock of sharp swings in export receipts so that least developed countries can maintain a stable economic policy framework.

(f) Mobilizing and developing human capacities in the least developed countries

29. One of the most notable aspects in the Programme of Action concerning actions at the national level is the emphasis placed on the need for development to be human-centred and broadly based, enabling all actors in society to participate fully and freely in the development process. The Programme emphasizes that men and women are the essential resources and beneficiaries of the development of the least developed countries; the mobilization and development of those human resources are a crucial factor in promoting sustained and increasingly self-reliant socio-economic development. Policies in that area during the 1990s should focus on the full involvement, integration and participation of all groups, especially women, in the development process; and on the strengthening of human capital, in particular through access of the population to basic and adequate social services, with special priority for education. As investment in human capital needs substantial resources, the countries themselves should seek to direct more resources to social services: but the international community is also called upon to give adequate attention to financial and technical assistance to the efforts of the least developed countries in that area.

30. The Programme of Action calls for all countries to broaden popular participation in the development process and, in that context, highlights respect for human rights, stating that it constitutes a universal obligation and stimulates

the creativity, innovation and initiative necessary for socio-economic development. Its fulfilment, along with democratization and observance of the rule of law, is a part of the process of development. The Programme further states that each country may freely determine its own ways of advancing towards those objectives and that progress should be encouraged and supported by the international community, through development co-operation efforts among development partners.

31. The Programme of Action further underlines the importance of promoting measures aimed at increasing the motivation and the opportunities of all social and economic actors, public as well as private, to participate fully in the development process of the least developed countries. In that respect, the Programme stresses the need for the improvement and expansion of the institutional capabilities and efficiency of the least developed countries and of further decentralization, democratization and transparency at all levels of decision-making. The need for responsiveness to the needs of the population and for facilitating local participation in the implementation of development activities are also brought out.

32. As regards the role of enterprises, the Programme of Action recognizes the need for pragmatic approaches to balance public and private-sector involvement in the development of the least developed countries. While measures should be taken to foster entrepreneurial capacity and private capital, which is scarce in those countries, public enterprises will continue to play an important but supportive role. The prime objective of policies affecting the public sector should be a marked increase in the efficiency and productivity of State enterprises. It is noted that private enterprises, as well as industrial and rural co-operatives, can play a greater role in transforming the economies of those countries and achieving national development objectives. The development of entrepreneurship should be stimulated and motivated by policies aimed at creating a more favourable economic environment for the local initiatives of the private sector. Specific programmes for private enterprise development should address, inter alia, promotion of domestic and foreign direct investment and of small-scale ventures and micro-enterprises, including those within the informal sector, and the development of entrepreneurial skills.

33. The Programme of Action separately addresses the specific measures needed to promote the full participation of women in the development process, and the role of the non-governmental organizations. Least developed countries should seek to mobilize and involve women, both as agents and beneficiaries of this process. Their role in development should be strengthened, inter alia, through better access to health care, education and training and to rural credit. The effectiveness of the non-governmental organizations in promoting participatory development is recognized. Co-operation between such organizations in developed countries and local partners in the least developed countries and their role in mobilizing support and sensitizing public opinion are stressed.

34. Three areas that play a key role in strengthening the human capital in the least developed countries are identified in the Programme of Action: population policies, health services and education and training. Objectives set in those three areas include achieving an optimal balance in population growth, improving

education and training standards, and raising health and sanitation standards to internationally recognized objectives. Within the framework of the follow-up to the Programme of Action, it is expected that each individual least developed country will formulate measures and programmes with social objectives and targets corresponding to its specific situation and needs. Donor countries and organizations would be called upon to assist them in designing and implementing such programmes and to provide financial and technical support accordingly.

(g) Development, particularly expansion and modernization of the economic base

35. In the part of the Programme of Action dealing with the development of the economic base of the least developed countries, detailed policy provisions are outlined for such vital areas as rural development, agriculture and food security; development of industrial, service, scientific and technological base; infrastructure; and environment. The Programme of Action also addresses t e special problems of the land-locked and island countries among the least developed countries, as well as disaster mitigation, preparedness and prevention. With respect to the latter, it was agreed that the least developed countries should receive priority attention in the activities of the International Decade for Natural Disaster Reduction.

36. Agreement was reached on a substantial section dealing with environment and development in the least developed countries. The Programme of Action recognizes that their vulnerability in that regard is exacerbated by a specific set of environmental problems, such as soil degradation and erosion and drought and desertification, which impair prospects for their development; and that the twin problems of poverty and environmental degradation have to be tackled simultaneously. Long-term sustained growth and sustainable development are essential and will enhance the capacity of those countries to protect the environment. The Programme of Action calls for due attention to be given those concerns in domestic policy-making and for the channelling of additional resources, both in terms of concessional finance and access to environmentally sound technology, to least developed countries in order to enhance their capacity to protect the environment. The Programme outlines the elements in an integrated, multi-disciplinary approach and other measures which need to be taken in this area. Moreover, the United Nations Conference on the Environment and Development, scheduled for 1992, is invited to address the environmental and developmental problems of the least developed countries and provide for measures to enable them to pursue their efforts to incorporate the environmental dimension into their development objectives and policies.

(h) Arrangements for implementation, follow-up and monitoring and review

37. The Programme of Action recognizes that effective follow-up and monitoring mechanisms are a key to its successful implementation. For this purpose, a system of national, regional and global level follow-up is provided for.

38. At the national level, a strengthened country review process should continue as the principal means of policy dialogue and co-ordinating the aid efforts of development partners with the development programmes of the least developed

countries, as well as mobilizing the required resources for their implementation. The United Nations Development Programme (UNDP) round tables and World Bank consultative groups will continue to constitute the backbone of the process to translate the principles and commitments of the Programme of Action into concrete measures at the national level. Those country review groups should be organized on a more systematic basis and countries that do not have regular groups should adopt that process. It is emphasized that the leadership of the least developed countries is central to the country review process. The focus on these countries' own policy framework plans, the need for a comprehensive approach to financial flows and for improved aid co-ordination, inter alia, through local co-ordinating groups, as well as the need for improving the overall administrative capacity of the least developed countries are also stressed.

39. At the regional level, progress in economic co-operation between the least developed countries and other developing countries, particularly countries in the same region, should be monitored by the United Nations regional commissions in close co-ordination with UNCTAD in order to improve and strengthen co-operation arrangements at the regional and subregional level. Cluster meetings should be organized regularly under the aegis of the regional commissions, which should also ensure that the needs and problems of the least developed countries are addressed as part of their ongoing work.

40. The Programme of Action designates UNCTAD as the focal point for the review and appraisal of the implementation of the Programme and its follow-up at the global level. That follow-up should focus on the following elements:

(a) Analysing and comparing the experience and lessons learned from policy framework plans and country level co-ordination arrangements;

(b) Assessing the economic and social performance of the least developed countries;

(c) Monitoring the implementation of the commitments and measures contained in the Programme;

(d) Reviewing the assistance of development partners;

(e) Monitoring in particular the involvement of women in the implementation of the Programme.

41. It is recommended in the Programme of Action that, in order to make the necessary links between the follow-up at the national and global level, the UNCTAD secretariat should continue to participate in the UNDP round-table process, and that it should be invited to participate in the World Bank Consultative Group process if so desired by the least developed countries.

42. The UNCTAD Intergovernmental Group on the Least Developed Countries should conduct a comprehensive mid-term review of the situation of the least developed countries and report to the General Assembly on progress in the implementation of the Programme and consideration of new measures as necessary. In addition, the

UNCTAD Trade and Development Board should review progress in the implementation of the Programme at each of its sessions on the basis of the UNCTAD annual report on the least developed countries. It was recommended that the UNCTAD Special Programme for the Least Developed Countries should be provided with sufficient capacity and resources to enable it to implement effectively its mandate on a timely basis.

43. The Secretary-General of the United Nations should ensure at the secretariat level the full mobilization and co-ordination of all organs, organizations and bodies of the United Nations system for the purpose of implementation and follow-up of the Programme. It was also recommended that the system of focal points in each United Nations agency should be strengthened for implementation tasks throughout the 1990s. Moreover, in the context of follow-up at the global level, the agencies most concerned should undertake sectoral appraisals at regular intervals.

44. In accordance with the provisions in the Programme of Action, a decision was made by the UNCTAD Trade and Development Board at the first part of its thirty-seventh session to include on the provisional agenda of the second part of that session, which will be held in March 1991, an item concerning review of progress in the implementation of the Programme. It is envisaged that the first session of the Board, upon taking up the agenda item, would devote itself primarily to a discussion of the contribution of UNCTAD to the follow-up of the Programme of Action. The Least Developed Countries, 1990 Report of UNCTAD will be made available to the Board.

C. Other issues

45. The Conference considered the issue of the criteria for classifying least developed countries and, in a separate decision, stated that it is desirable that the Committee for Development Planning completes its review of such criteria on an expeditious basis, with a view to submitting its recommendations to the Economic and Social Council and subsequently forward them to the General Assembly. The Conference also recommended that the review should introduce a dynamic element into the application of the criteria.

46. The Conference furthermore adopted a resolution on economic assistance and least developed country status for Namibia, recommending that Namibia should be given special treatment, as accorded to those countries, over the whole range of action in support of economic and social development, and inviting the General Assembly to consider the question of inclusion of Namibia in the list of least developed countries.

47. The Conference adopted a resolution expressing its gratitude to the Government of France and, in particular, to the President of the Republic, for its political commitment to the Conference, its generosity in hosting it, and its hospitality to the participants. It also recorded its thanks to the Presidents of Afghanistan, Bangladesh, Cape Verde, Djibouti, Equatorial Guinea, the Sudan and Uganda for their participation in the Conference, and to the Minister for Foreign Affairs of France, who presided over the Conference.

III. PREPARATORY PROCESS FOR THE SECOND UNITED NATIONS CONFERENCE ON THE LEAST DEVELOPED COUNTRIES

48. The Second United Nations Conference on the Least Developed Countries was preceded by a comprehensive preparatory process, in which Governments, both from the least developed countries themselves and other Member States, took an active part. The account provided below supplies additional information and brings up to date the report on the preparations for the Conference submitted to the General Assembly at its forty-fourth session (A/44/437). The specific contributions of the least developed countries and of donor countries to this process, as well as of intergovernmental and multilateral institutions, are set out under the relevant headings below.

A. Preparatory meetings

49. In its resolution 42/177, the General Assembly decided to convene, in order to prepare for the Conference, one session of the Meeting of Governmental Experts of Donor Countries and Multilateral and Bilateral Financial and Technical Assistance Institutions with Representatives of the Least Developed Countries, which was held in 1989, and one session of the Intergovernmental Group on the Least Developed Countries, which was held at Geneva from 26 March to 6 April 1990. The Intergovernmental Group, acting as the Preparatory Committee for the Second Conference, considered the substantive preparation for the Conference on the basis of the report of the above-mentioned meeting and of all other relevant inputs. The latter included the Declaration by the Ministers of the Least Developed Countries, adopted at their meeting at Dhaka (see para. 55 below) and a contribution by the Government of France containing proposals to assist the least developed countries. The Intergovernmental Group formulated a draft programme of action for the least developed countries for the 1990s, which it transmitted to the Conference, together with a provisional agenda, provisional rules of procedure for the Conference and recommendations for the organization of work of the Conference. The Chairman of the Intergovernmental Group also prepared a text on the assessment of the socio-economic situation in the least developed countries during the 1980s. That document and the draft programme of action served as a basis for negotiation at the Conference in Paris. 6/

50. In accordance with paragraph 1 of General Assembly resolution 44/241 of 17 May 1990, a two-day meeting for consultations among senior officials preceding the Conference was held in Paris on 30 and 31 August 1990. This pre-Conference consultation considered and made recommendations to the Conference on all outstanding organizational, administrative and procedural matters.

B. Mobilization and co-ordination of organs, organizations and bodies of the United Nations system

51. As requested by the General Assembly, organs, organizations and bodies of the United Nations system submitted to the above-mentioned preparatory meetings reports containing a review of the implementation of the Substantial New Programme of

Action for the 1980s for the Least Developed Countries, within their field of competence, and proposals for further action as input to the preparations for the Conference. 7/ Those reports were also made available to the Conference itself.

52. The Secretary-General, with the assistance of the Director-General for Development and International Economic Co-operation and the Secretary-General of UNCTAD, used the mechanism of inter-agency consultation to ensure the full mobilization and co-ordination of all organs, organizations and bodies of the United Nations system in the preparations for the Conference and in the Conference itself. In this context, an inter-agency consultation was held at Geneva on 19 and 20 September 1989, to review the preparatory work for the Conference. Organs, organizations and bodies of the United Nations system participated actively in the above-mentioned preparatory meetings and also contributed to the preparatory process for the Conference, inter alia, through participating in other preparatory activities undertaken by UNCTAD. In particular, the regional commissions and the Department of Technical Co-operation for Development of the Secretariat collaborated in the provision of advisory services to the least developed countries having requested support for their own preparations.

C. Preparations at the regional level

53. Preparations for the Conference were continued at the regional level under the aegis of the regional commissions. An Expert Group Meeting was held at Bangkok from 9 to 13 October 1989, reporting to the intergovernmental meeting on the ESCAP (Economic and Social Commission for Asia and the Pacific) least developed countries in preparation for the United Nations Conference on the Least Developed Countries, held at Bangkok from 19 to 23 February 1990. 8/ The ninth Meeting of the Intergovernmental Committee of Experts of African Least Developed Countries was held at Tripoli from 3 to 5 May 1990, preparatory to the 10th meeting of the Conference of Ministers of African Least Developed Countries, held at Tripoli on 14 and 15 May 1990. The Conference of Ministers adopted a statement on the draft Programme of Action for the Least Developed Countries in the 1990s, as well as a resolution on negotiations on a Programme of Action for the Least Developed Countries in the 1990s at the Second United Nations Conference on the Least Developed Countries. The Economic Commission for Latin America and the Caribbean, at its twenty-third session, adopted a resolution on support for Haiti (resolution 503 (XXIII) of 9 May 1990), and ESCAP, at its forty-sixth session, adopted a resolution on the Conference (resolution 46/4 of 13 June 1990). The statement of the Conference of Ministers of African Least Developed Countries, as well as the above-mentioned resolutions, were made available to the Conference.

D. Participation of the least developed countries in the preparatory process

54. As part of their preparations at the national level for the Conference, the Governments of all 41 least developed countries, at the invitation of the Secretary-General of UNCTAD, prepared country presentations that describe the socio-economic situation of the country during the 1980s and the major objectives

of ongoing development plans and programmes, identifying the key sectors requiring strengthened efforts to accelerate the development process during the 1990s, as well as international measures needed to support national efforts. Those country presentations were made available to the above-mentioned session of the Intergovernmental Group on the Least Developed Countries and to the Conference itself. 9/

55. Moreover, the Ministerial Meeting of the Least Developed Countries was held at Dhaka, from 10 to 12 February 1990, at the invitation of the Government of Bangladesh, in order to consider all aspects relating to the Second United Nations Conference on the Least Developed Countries and to elaborate the position of their countries on the issues to be addressed by the Conference and its preparatory meetings. The ministers adopted a declaration and a final document annexed thereto, the Dhaka Document, setting out a comprehensive assessment of the relevant socio-economic trends in least developed countries and their proposals for a plan of action for those countries for the 1990s. The Declaration of the Ministers of the Least Developed Countries, with the Dhaka Document, was submitted to the above-mentioned session of the Intergovernmental Group on the Least Developed Countries and formed part of the documentation for the Conference. Following a decision by the Ministerial Meeting of the Least Developed Countries, a mission of four Ministers visited a number of donor capitals in June 1990, in order to sensitize the donor community at the highest political level about the needs and problems of the least developed countries. The UNCTAD secretariat also carried out high-level consultations with the donor and least developed countries.

E. Preparatory experts' meetings

56. As input to the preparatory process for the Conference, UNCTAD organized a series of issue-oriented experts' meetings with the financial support from a number of donor countries. A meeting of eminent persons was convened in close collaboration with the Government of the Netherlands in September 1988, and a meeting on the role of the enterprise sector in the development of the least developed countries, hosted by the Government of Finland, was held in April 1989. Three other sectoral meetings were hosted by the Governments of Nepal, Niger and the USSR, respectively. The High-level Experts' Meeting on the Role of Non-governmental Organizations in the Development of the Least Developed Countries was held at Kathmandu from 8 to 10 November 1989, in co-operation with the German Foundation for International Development, and focused on ways and means of enhancing the effectiveness of the non-governmental organizations in achieving the development objectives of the least developed countries. The High-level Experts' Meeting on the Role of Women in the Development of the Least Developed Countries, held at Niamey from 29 to 31 January 1990, with financial support from the Governments of Canada, the Netherlands and Norway, reviewed the contribution of women to the formal and informal sectors in the least developed countries, the socio-economic constraints that they faced and the ways and means of strengthening their role in the development in those countries. The Symposium on Trade, Technical and Economic Co-operation between the Least Developed Countries and the Countries of Eastern Europe, held in Moscow from 28 February to 2 March 1990, reviewed and assessed trade, technical and economic co-operation between the least

developed countries and the countries of Eastern Europe during the 1980s and considered priority areas for action and international support measures in favour of the least developed countries in the 1990s. The reports from the above meetings were made available to the session of the Intergovernmental Group on the Least Developed Countries, held in March and April 1990, and to the Conference itself. Moreover, a meeting of senior experts was organized at Copenhagen from 22 to 24 November 1989 by the Government of Denmark, in close collaboration with UNCTAD, in order to consider the issues before the Conference.

F. Support to the preparatory process by the United Nations Development Programme and by other bilateral sources

57. Pursuant to decision 88/30 of the Governing Council of UNDP and to General Assembly resolutions 43/186 and 44/220, UNDP made a substantial contribution through the Special Measures Fund for the Least Developed Countries to assist the least developed countries in the preparation of the Conference, including in preparing their country presentations and in participating in the two preparatory meetings convened by the General Assembly. Initially, extrabudgetary resources amounting to $US 1,255,000 were made available for such assistance. Subsequently, the Governing Council of UNDP, in its decision 90/2 of 23 February 1990, requested UNDP to make an additional effort to compensate for the shortfall in funding for the preparation of the Conference and to ensure the full participation of the delegations of the least developed countries, including the high-level missions of the Governments of those countries aiming at enhancing international support in favour of the least developed countries. Additional allocations amounting to a total of $US 410,000 were made to provide funding for the above-mentioned Ministerial Meeting of the Least Developed Countries at Dhaka and, pursuant to decision 90/2 of the Governing Council, for covering the shortfall in financing the participation of three representatives from each least developed country in the Conference, as well as for funding the ministerial mission referred to above.

58. UNDP also supported the preparatory process at various stages, in particular through its resident representatives in the least developed countries, especially in matters relating to the preparation of country presentations and the participation of those countries in the Conference.

59. In addition to the support extended to the series of experts' meetings referred to above, donor countries also contributed to the preparatory process in other ways. The Government of Japan extended financial support for organizing the Dhaka meeting. A study on aid co-ordination and effectiveness in the least developed countries was prepared for the Conference, with financial support from the Government of Italy. The Government of Norway made contributions for assisting the least developed countries in preparing their country presentations and for publishing an atlas of those countries.

G. Public information activities

60. In paragraph 7 of its resolution 44/220, the General Assembly requested the Secretary-General, with the assistance of concerned organizations and bodies of the United Nations, to take the necessary measures to intensify public information efforts and other relevant initiatives to enhance public awareness in favour of the Conference, its objectives and its significance. In response to that request, the UNCTAD secretariat, in close collaboration with the Department of Public Information of the Secretariat, launched a number of public information activities, which included, inter alia, preparing information materials for journalists, the non-governmental organizations and the general public; special publications, including a supplement to Development Forum; a world-wide information campaign conducted through United Nations information centres and with the assistance of UNDP resident representatives; an eve-of-the-Conference press encounter, organized in Paris on 30 and 31 August; as well as regular information activities and exhibition and video programmes during the Conference. Some 450 journalists, including about 50 from the least developed countries, were accredited to the Conference.

61. Non-governmental organizations played an important role in mobilizing public opinion in support of the Conference's objectives. A special encounter encompassing non-governmental organizations from both developed and least developed countries was organized in connection with the session of the Intergovernmental Group on the Least Developed Countries, held in March and April 1990. A booklet setting out views of non-governmental organizations on the main issues before the Conference was widely distributed to government delegations and the media in Paris. Non-governmental organizations also organized a number of events in connection with the Conference. Representatives for 63 non-governmental organizations participated in the Conference itself.

Notes

1/ See A/CONF.147/Misc.9 and Corr.1 and Add.1.

2/ Report of the United Nations Conference on the Least Developed Countries, Paris 1-14 September 1981 (United Nations publication, Sales No. E.82.I.8), part one, sect. A.

3/ Official development assistance to the least developed countries amounted to $12.3 billion in 1988.

Notes (continued)

4/ Assuming appropriate domestic efforts by least developed countries to increase saving rates commensurate with the increased ODA flows. The external capital requirements projections presented by the UNCTAD secretariat before the Conference showed that the least developed countries could reach an annual average growth rate of some 5 per cent in the latter part of the 1990s, if they gradually raise their domestic savings rates to an average of 7 per cent of the gross domestic product and if they are at the same time provided an amount of ODA increasing to a level of $36 billion (in 1988 prices) by the year 2000, roughly corresponding to some 0.2 per cent of estimated donors' GNP at that time (see United Nations Conference on Trade and Development, The Least Developed Countries, 1989 Report (United Nations publication, Sales No. E.90.II.D.4), technical annex, pp. 123-127).

5/ See A/CONF.147/Misc.9/Add.1, para. 10.

6/ For the report of the Intergovernmental Group, see A/CONF.147/2.

7/ See A/CONF.147/PC/3 and addendum.

8/ A/CONF.147/PC/3/Add.10.

9/ UNCLDC II/CP/1-41.

UNITED
NATIONS

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General Assembly

Distr.
GENERAL

A/45/696
2 November 1990

ORIGINAL: ENGLISH

Forty-fifth session
Agenda item 81

PROTECTION OF GLOBAL CLIMATE FOR PRESENT AND FUTURE GENERATIONS OF MANKIND

Progress achieved in the implementation of resolution 44/207 on protection of global climate for present and future generations of mankind

Report of the Secretary-General

1. The General Assembly in its resolution 44/207 of 22 December 1989 reaffirmed climate change as a common concern of mankind. In the preambular paragraphs it recognized the need for additional research and scientific studies into all sources, causes and effects of climate change. Accordingly, emphasis has been placed by the Assembly on strengthening existing scientific programmes to meet this need, in particular the World Climate Programme (WCP) and the International Geosphere-Biosphere Programme (IGBP). The guidance of the Second World Climate Conference on how these programmes can better respond to the urgent scientific challenges posed by climate change has been valuable in this regard.

2. The resolution recognized that there is a clear need for the participation of developing countries in the research and assessment programmes, while noting that developed countries were responsible for the larger part of atmospheric pollution. Accordingly, wide international participation in WCP and IGBP has been encouraged, with preferential assistance being provided to developing countries to facilitate their involvement in all relevant activities, including the Intergovernmental Panel on Climate Change (IPCC) and its working groups and committees, and also in meetings relevant to the elaboration of a framework convention on climate.

3. The General Assembly in resolution 44/207 emphasized the need to address with urgency the question of climate change and recommended that Governments should reduce and prevent activities that could adversely affect climate. The actions of some Governments and regional economic integration organizations that have initiated measures to reduce greenhouse gas emissions and have agreed on targets for the stabilization of national carbon dioxide emissions are welcomed, but more must be done in this regard if climate is to be protected from adverse change.

4. Strategies to respond to climate change have been identified by IPCC in the report of its Response Strategies Working Group. Governments have been urged to take these into account in national policy implementation with a view to limiting the growth of greenhouse gas emissions as a precursor to meeting emission targets, which may be established in the course of elaborating a convention on climate change.

5. The General Assembly has welcomed the joint efforts of the World Meteorological Organization (WMO) and the United Nations Environment Programme (UNEP) in supporting the work of IPCC and requested the Secretary-General to circulate IPCC reports for the information of delegations. The first assessment report of IPCC was transmitted to the Secretary-General jointly by the Secretary-General of WMO and the Executive Director of UNEP on 17 September 1990, and summaries will be circulated to Governments.

6. The first assessment report consists of: the IPCC Overview and the Policy-makers summaries of the three IPCC Working Groups (concerned respectively with assessment of the science, impacts and response strategies) and of the IPCC Special Committee on the Participation of Developing Countries, as well as the three full reports of the Working Groups.

7. The report of the third plenary session (Washington, D.C., 5-7 February 1990) in all official languages and the report of the fourth plenary session (Sundsvall, Sweden, 27-30 August 1990) are to be circulated as official documents of the forty-fifth session of the General Assembly when they become available.

8. In accordance with WMO Executive Council resolution 4 (EC-XLII) of 22 June 1990 and UNEP Governing Council decision SS.II/3 Climate B of 3 August 1990 concerning IPCC, the Executive Director of UNEP and the Secretary-General of WMO are jointly arranging for the continuation of the Panel as a joint panel of UNEP and WMO and will ensure that its future work is supportive of and responds to the needs and requests of the climate convention negotiating group and that it is so structured as to facilitate and ensure more active participation of developing countries. IPCC will be convened in a fifth session in February 1991 when it will consider how the Panel can best support the forthcoming negotiations on a convention on climate.

9. The Secretary-General of WMO and the Executive Director of UNEP have responded jointly to the requests of the General Assembly, the WMO Executive Council and the UNEP Governing Council that they begin preparations for negotiations on a framework convention on climate. An Ad Hoc Working Group of Government Representatives to prepare for negotiations on a framework convention on climate change was convened at Geneva from 24 to 26 September 1990. Seventy countries participated in the Working Group, which adopted 20 recommendations by consensus and identified one option regarding the organization of the negotiating process. The recommendations attached as annex I are submitted for consideration initially by the General Assembly in pursuance of its resolution 44/207 to recommend ways, means and modalities for further pursuing negotiations, taking into account the work of the Preparatory Committee of the United Nations Conference on Environment and Development. Thereafter, the recommendations will be presented to the negotiating group at its first session, scheduled for February 1991 in Washington, D.C.

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10. The report of the Ad Hoc Working Group, including its recommendations, has been made available to all Governments and interested intergovernmental organizations and scientific institutions, with a view to obtaining their collaboration in efforts to prepare as a matter of urgency a framework convention on climate change and related legal instruments containing concrete commitments in the light of priorities that may be authoritatively identified on the basis of sound scientific knowledge and taking into account the specific development needs of developing countries. The report of the Working Group will be made available on request to delegates to the forty-fifth session of the General Assembly.

11. In addition to the first assessment report of IPCC, the General Assembly in its resolution 44/207 recommended that the negotiating body take into account the results achieved at international meetings on the subject, including the Second World Climate Conference. That Conference was convened at Geneva from 29 October to 7 November 1990. The scientific and technical component of the Conference was attended by more than 700 experts from all over the world. The Conference Statement adopted on 3 November 1990 will be issued as annex II in an addendum to the present report.

12. The ministerial component of the Conference held at Geneva on 6 and 7 November 1990 will be attended by more than 80 national delegations, of which more than 70 will be represented at ministerial level. The following heads of States or Governments are expected to participate:

(a) Heads of State

His Majesty the King of Jordan
His Excellency the President of the Swiss Confederation

(b) Heads of Government

The Prime Minister of France
The Prime Minister of Malta
The Prime Minister of Norway
The Prime Minister of Tuvalu
The Prime Minister of the United Kingdom of Great Britain and Northern Ireland

13. The Ministerial Declaration adopted on 7 November 1990 will be issued as annex III in an addendum to the present report.

ANNEX I

Recommendations

A. Recommendations adopted by consensus

1. The negotiating process should be organized and conducted in such a manner as to ensure openness, transparency, universality and legitimacy. It should reflect the full participation and commitment of all States to the negotiations.

2. There should be a single negotiating process leading to a framework convention on climate change and any related legal instruments as might be agreed upon.

3. The negotiating body will discuss the policy issues. Governments will need to be represented at a level appropriate for this. The name of the body should also reflect this function in accordance with options suggested in this document.

4. The negotiating body should respond to General Assembly decisions. It should also regularly inform the Assembly, through appropriate channels, of progress in its deliberations.

5. The bureau of the negotiating body should reflect a proper geographical representation, balance of interests and specific concerns, as mentioned in the report, and be of sufficient strength to ensure equity and still limited to ensure effectiveness.

6. It is highly desirable that an effective framework convention on climate change, containing appropriate commitments, be ready for signing by Governments and by regional economic integration organizations in conjunction with the United Nations Conference on Environment and Development in Brazil in June 1992. Any related legal instruments might be developed on the basis of consensus decision by the negotiating body.

7. Participation of the maximum number of States and regional economic integration organizations in the negotiating process is considered essential for its success. Countries that have not done so are urged to set up a national co-ordinating group to handle national information requirements relevant to the negotiations and to serve as a link to the secretariat of the negotiations. The special problems associated with ensuring the participation of developing countries and the recommendations contained in the report of IPCC to overcome these problems should receive particular attention. To ensure adequate participation of the developing countries, small island States and least developed countries, a special trust fund should be created, on a similar basis to that for the United Nations Conference on Environment and Development and IPCC, to assist in their adequate participation.

8. Rules of procedure of the negotiating body need to be elaborated for approval by the first negotiating session. They should be based on existing relevant rules of procedure, be acceptable by all Member States of the United Nations, the

specialized agencies, the International Atomic Energy Agency (IAEA) and regional economic integration organizations, be compatible with the status of the negotiating body and be such as to ensure active participation by all Governments through fully accredited representatives, and be consistent with recommendation 1 above.

9. Most negotiating sessions should have a maximum duration of two weeks, within available resources.

10. A tentative calendar, to be reviewed at the end of each negotiating session, should be as follows:

Fe ruary 1991, Washington, D.C., United State: f America
Ma/-June 1991
August-September 1991
November-December 1991

and whichever meetings are needed in 1992, leading into the United Nations Conference on Environment and Development in Brazil in June 1992.

11. Non-governmental organizations with a substantive interest in the field should be permitted to attend negotiating sessions as observers. The practices of the United Nations and of the Preparatory Committee for the United Nations Conference on Environment and Development will provide useful guidance before rules of procedure are finalized.

12. The negotiating body must have a strong, efficient secretariat at its disposal. This would be best assured if the secretariat were:

(a) Located at Geneva and working closely with the IPCC secretariat, although independent of it;

(b) The joint administrative responsibility of WMO and UNEP under the guidance of the negotiating body; this arrangement should be reviewed at the time of the first negotiating meeting at Washington in February 1991.

It should be of an appropriate size and quality (the Professionals consisting mainly of WMO and UNEP staff supplemented by Professionals seconded by other United Nations agencies) and be adequately funded to ensure that meetings are served to United Nations standards; in particular that documents are always available in the six official languages of the United Nations according to an agreed timetable and that interpretation in the six languages should be available at all negotiating sessions and at meetings of any subgroups. It should work closely, and as necessary, with agencies of the United Nations and other international bodies concerned with climate-related issues.

13. Taking into account paragraph 6 above, the Preparatory Committee of the United Nations Conference on Environment and Development should be kept informed of the progress of negotiations.

14. The negotiating body should have a link with IPCC to ensure that the Panel can respond to the needs and requests of the negotiators for objective scientific and technical advice.

15. Depending on the decision on ways, means and modalities to be taken in the General Assembly, the negotiating body may establish subgroups as needed. Some subgroups might be required only at a later stage of the negotiations. If there are subgroups to the negotiating body, not more than two meetings of the main body or subgroups should be in session simultaneously.

16. The main documentation to serve as a basis for negotiations should be the first assessment report [illegible] - including its legal and institutional mechanisms - and the background documentation. Other supplementary documents for consideration would include those resulting from previous international conferences on the subject and from the forthcoming Second World Climate Conference and such other documents as the negotiating body chooses.

17. A list of the elements indentified by IPCC for possible inclusion in the framework convention, or other related legal instruments, documents containing such elements and comparative presentation of general principles of relevant treaties should be before the negotiating body.

18. Individual Governments are encouraged to present papers to the negotiating body, with help from the secretariat, within available resources.

19. The funding of the sessions of the negotiating body and of the supporting secretariat should be arranged through provisions in the regular budget of WMO and UNEP and/or with the use of a trust fund arrangement and/or other relevant funds.

20. After the first session of the negotiating body at Washington, D.C., in February 1991, subsequent meetings should take place at Geneva with at least one of them in 1991 at Nairobi, to be decided at the first session at Washington.

B. Option identified by the Ad Hoc Working Group

21. The negotiating body could be an "Intergovernmental Negotiating Committee for a Framework Convention on Climate Change", under the auspices of WMO and UNEP, or a "Specialized Conference for the Negotiation of a Framework Convention on Climate Change", with a Secretary-General appointed by the Secretary-General of the United Nations.

UNITED
NATIONS

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General Assembly

Distr.
GENERAL

A/45/696/Add.1
8 November 1990

ORIGINAL: ENGLISH

Forty-fifth session
Agenda item 81

PROTECTION OF GLOBAL CLIMATE FOR PRESENT AND FUTURE GENERATIONS OF MANKIND

Progress achieved in the implementation of resolution 44/207 on protection of global climate for present and future generations of mankind

Report of the Secretary-General

Addendum

The final statement of the Scientific/Technical sessions of the Second World Climate Conference (annex II) and the Ministerial Declaration of the Conference (annex III) are reproduced in the present addendum to the report of the Secretary-General.

ANNEX II

Final statement of the Second World Climate Conference
Scientific/Technical sessions

FOREWORD

The Second World Climate Conference was convened in Geneva, Switzerland, from 29 October to 7 November 1990, under the sponsorship of the World Meteorological Organization; the United Nations Environment Programme; the United Nations Educational, Scientific and Cultural Organization and its Intergovernmental Oceanographic Commission; the Food and Agriculture Organization of the United Nations and the International Council of Scientific Unions. This statement was adopted by the participants in the scientific and technical sessions from 29 October to 3 November 1990, on the basis of the presentations at the Conference, the deliberations of task groups of participants organized to address various specific issues, and plenary discussions involving all participants. The scientific and technical sessions involved 747 participants from 120 countries.

The Conference discussed the results of the first decade of work under the World Climate Programme (WCP), the First Assessment Report of the Intergovernmental Panel on Climate Change (August 1990) and the development of the International Geosphere-Biosphere Programme (IGBP) and other relevant global programmes. In particular, the Conference considered the role, priorities, and programme structure for the future development of the World Climate Programme.

SUMMARY STATEMENT

1. Climate issues reach far beyond atmospheric and oceanic sciences, affecting every aspect of life on this planet. The issues are increasingly pivotal in determining future environmental and economic well-being. Variations of climate have profound effects on natural and managed systems, the economies of nations and the well-being of people everywhere. A clear scientific consensus has emerged on estimates of the range of global warming which can be expected during the twenty-first century (para. B). If the increase of greenhouse gas concentrations is not limited, the predicted climate change would place stresses on natural and social systems unprecedented in the past 10,000 years.

2. At the First World Climate Conference in 1979, nations were urged "to foresee and to prevent potential man-made changes in climate that might be adverse to the well-being of humanity". The Second World Climate Conference concludes that, notwithstanding scientific and economic uncertainties, nations should now take steps towards reducing sources and increasing sinks of greenhouse gases through national and regional actions, and negotiation of a global convention on climate change and related legal instruments. The long-term goal should be to halt the build-up of greenhouse gases at a level that minimizes risks to society and natural ecosystems. The remaining uncertainties must not be the basis for deferring societal responses to these risks. Many of the actions that would reduce risk are also desirable on other grounds.

3. A major international observational and research effort will be essential to strengthen the knowledge-base on climate processes and human interactions, and to provide the basis for operational climate monitoring and prediction.

PART I. MAIN CONCLUSIONS AND RECOMMENDATIONS

A. Greenhouse gases and climate change

1. Emissions resulting from human activities are substantially increasing atmospheric concentrations of the greenhouse gases. These increases will enhance the natural greenhouse effect, resulting on average in an additional warming of the Earth's surface. The Conference agreed that this and other scientific conclusions set out by the IPCC reflect the international consensus of scientific understanding of climate change. Without actions to reduce emissions, global warming is predicted to reach 2 to 5 degrees C over the next century, a rate of change unprecedented in the past 10,000 years. The warming is expected to be accompanied by a sea level rise of 65 cm $\pm$ 35 cm by the end of the next century. There remain uncertainties in predictions, particularly in regard to the timing, magnitude and regional patterns of climate change.

2. Climate change and sea level rise would seriously threaten low-lying islands and coastal zones. Water resources, agriculture and agricultural trade, especially in arid and semi-arid regions, forests, and fisheries are especially vulnerable to climate change. Climate change may compound existing serious problems of the global mismatch between resources, population and consumption. In many cases the impacts will be felt most severely in regions already under stress, mainly in developing countries.

3. Global warming induced by increased greenhouse gas concentrations is delayed by the oceans; hence, much of the change is still to come. Inertia in the climate system due to the influence of the oceans, the biosphere and the long residence times of some greenhouse gases means that climate changes that occur may persist for centuries.

4. Natural sources and sinks of greenhouse gases are sensitive to a change in climate. Although many of the response or feedback processes are poorly understood, it appears likely that, as climate warms, these feedbacks will lead to an overall increase rather than a decrease in greenhouse gas concentrations.

5. The historical growth in emissions has been a direct consequence of the increase of human population, rising incomes, the related exploitation of fossil fuels by industrialized societies and the expansion of agriculture. Under "Business-as-Usual" assumptions,* it is projected that emissions will continue to grow in the future as a consequence of a projected doubling of energy consumption in the first half of the twenty-first century and an expected doubling of population

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* "Business-as-Usual" assumes that few or no steps are taken to limit greenhouse gas emissions. Energy use and clearing of tropical forests continue and fossil fuels, in particular coal, remain the world's primary energy source. The Montreal Protocol comes into effect but without strengthening and with less than 100 per cent compliance.

by the latter half. As a result, the effect of human-induced greenhouse gas concentrations on the Earth's radiation balance would by 2025 correspond to a doubling of carbon dioxide unless remedial actions are taken.

6. Over the last decade, emissions of carbon dioxide (CO_2) contributed 55 per cent of the increased radiative forcing produced by greenhouse gases from human activities. The CFCs contributed about 24 per cent of the past decade's changes, and methane 15 per cent, with the balance due to other greenhouse gases. With controls on CFCs under the Montreal Protocol, the relative importance of CO_2 emissions will increase, provided the substitutes for CFCs have minimal greenhouse warming potential. Some 75 per cent of total CO_2 emissions have come from the industrialized countries.

7. The above emissions can be expected to change the planet's atmosphere and climate, and a clear scientific consensus has been reached on the range of changes to be expected. Although this range is large, it is prudent to exercise, as a precautionary measure, actions to manage the risk of undesirable climate change. In order to stabilize atmospheric carbon dioxide concentrations by the middle of the twenty-first century at about 50 per cent above pre-industrial concentrations, a continuous world-wide reduction of net carbon dioxide emissions by 1 to 2 per cent per year starting now would be required. The Intergovernmental Panel on Climate Change (IPCC) also considered three other emissions scenarios, which would not lead to stabilization of CO_2 concentrations in the twenty-first century. A 15-20 per cent reduction in methane emissions would stabilize atmospheric concentrations of that gas.

8. This Conference concludes that technically feasible and cost-effective opportunities exist to reduce CO_2 emissions in all countries. Such opportunities for emissions reductions are sufficient to allow many industrialized countries to stabilize CO_2 emissions from the energy sector and to reduce these emissions by at least 20 per cent by 2005. The measures include increasing the efficiency of energy use and employing alternative fuels and energy sources. As additional measures to achieve further cost-effective reductions are identified and implemented, even greater decreases in emissions would be achieved in the following decades. In addition, reversing the current net losses in forests would increase storage of carbon. The economic and social costs and benefits of such measures should be urgently examined by all nations. An internationally co-ordinated assessment should be undertaken through the IPCC.

9. Countries are urged to take immediate actions to control the risks of climate change with initial emphasis on actions that would be economically and socially beneficial for other reasons as well. Nations should launch negotiations on a convention on climate change and related legal instruments without delay and with the aim of signing such a convention in 1992.

B. Use of climate information in assisting sustainable social and economic development

Climate data, analyses, and eventually climate predictions, can contribute substantially to enhancing the efficiency and security of economic and developmental activities in evironmentally sustainable ways. These benefits are particularly important in food and wood production, water management, transportation, energy planning and production (including assessment of potential resources of biomass, hydropower, solar and wind energy), urban planning and design, human health and safety, combating of drought and land degradation, and tourism. This requires both data on the climate system, and its effective application. Data acquisition, collection, management and analysis must be more vigorously supported in all countries and special assistance provided to developing countries through international co-operation. Transfer of techniques for applying climate information should be accelerated through more widespread use of software (e.g. CLICOM) for readily available personal computers and other means. Further development of methods for predicting short-term variations in climate and the environmental and social impacts should be vigorously pursued. These advances would provide enormous economic and other welfare benefits in coping with droughts, prolonged rain, and periods of severe hot and cold weather. Such predictions will require major steps forward in ocean-atmosphere-biosphere observing systems. Much greater efforts are also needed to increase involvement in these fields by developing countries, especially through increased education and training.

C. Priorities for enhanced research and observational systems

1. A consensus exists among scientists as summarized in the Report of Working Group I of the IPCC that climate change will occur due to increasing greenhouse gases. However, there is substantial scientific uncertainty in the details of projections of future climate change. Projections of future regional climate and climate impacts are much less certain than those on a global scale. These uncertainties can only be narrowed through research addressing the following priority areas:

Clouds and the hydrological cycle;

Greenhouse gases and the global carbon and biogeochemical cycles;

Oceans: physical, chemical and biological aspects; and exchanges with the atmosphere;

Paleo-climatic studies;

Polar ice sheets and sea ice;

Terrestrial ecosystems.

2. These subjects are being addressed by national programmes, the World Climate Research Programme and the International Geosphere-Biosphere Programme and other related international programmes. Increased national support and substantially increased funding of these programmes is required if progress on the necessary time scale is to be made in reducing the uncertainties.

3. Present observational systems for monitoring the climate system are inadequate for operational and research purposes. They are deteriorating in both industrialized and developing regions. Of special concern is the inadequacy of observation systems in large parts of the southern hemisphere.

4. High priority must be placed on the provision and international exchange of high-quality, long-term data for climate-related studies. Data should be available at no more than the cost of reproduction and distribution. A full and open exchange of global and other data sets needed for climate-related studies is required.

5. There is an urgent need to create a Global Climate Observing System (GCOS) built upon the World Weather Watch Global Observing System and the Integrated Global Ocean Service System and including both space-based and surface-based observing components. GCOS should also include the data communications and other infrastructure necessary to support operational climate forecasting.

6. GCOS should be designed to meet the needs for:

(a) Climate system monitoring, climate change detection and response monitoring, especially in terrestrial ecosystems

(b) Data for application to national economic development, and

(c) Research towards improved understanding, modelling and prediction of the climate system.

7. Such a GCOS would be based upon:

(1) An improved World Weather Watch Programme;

(2) The establishment of a global ocean observing system (GCOS) of physical, chemical and biological measurements;

(3) The maintenance and enhancement of monitoring programmes of other key components of the climate system, such as the distribution of important atmospheric constituents (including the Global Atmosphere Watch), changes in terrestrial ecosystems, clouds and the hydrological cycle, the Earth's radiation budget, ice sheets, and precipitation over the oceans.

8. The further development and implementation of the GCOS concept should be pursued, with urgency, by scientists, Governments and international organizations.

9. The impacts of climate variability on human socio-economic systems have provided major constraints to development. Climate change may compound these constraints. In semi-arid regions of Africa, drought episodes have been directly responsible for major human disasters. Research undertaken during the first decade of the WCP and through other international and national programmes has improved drought early warning systems, including FAO's Global Early Warning System, and increased the reliability of climate impact analyses. But much more remains to be done. Intensified efforts are required to refine further our ability to predict short-term climate variability, anticipate climate impacts, and identify rational strategies to mitigate or prevent adverse effects. The threat of climate change brings new challenges to the future well-being of people. This requires greater efforts to understand impacts of climate change. Mitigation and adaptation strategies are also essential. Immediate steps to be taken include:

(a) National and regional analyses of the impacts of climate variability and change on society, and study of the range of response and adaptation options available;

(b) Closer co-operation and communication among natural and social scientists, to ensure that climate considerations are accounted for in development planning;

(c) Significant increases in resources to carry out impact/adaptation studies.

10. Improvements in energy efficiency and non-fossil fuel energy technologies are of paramount importance, not only to reduce greenhouse gas emissions but to move to more sustainable development pathways. Such advances will require research and development, as well as technology transfer and co-development.

11. A specific initiative would create a network of regional, interdisciplinary research centres, located primarily in developing countries, and focusing on all of the natural science, engineering and social science disciplines required to support fully integrated studies of global change and its impacts and policy responses. The centres would conduct research and training on all aspects of global change and study the interaction of regional and global policies.

D. Public information

People need better information on the crucial role climate plays in development and the additional risks posed by climate change. Governments, intergovernmental and non-governmental organizations should give more emphasis to providing accurate public information on climate issues. The public information and education and training component in the WCP and IGBP must also be expanded.

PART II

Specific issues

1. Water

1.1 Among the most important impacts of climate change will be its effects on the hydrological cycle and water management systems, and through these, on socio-economic systems. Increases in incidence of extremes, such as floods and droughts, would cause increased frequency and severity of disasters.

1.2 The design of many costly structures to store and convey water, from large dams to small drainage facilities, is based on analyses of past records of climatic and hydrological parameters. Some of these structures are designed to last 50-100 years or even longer. Records of past climate and hydrological conditions may no longer be a reliable guide to the future. The design and management of both structural and non-structural water resource systems should allow for the possible effects of climate change.

1.3 Data systems and research must be strengthened to predict water resources impacts, detect hydrological changes, and improve hydrological parameterization in global climate models.

1.4 Existing and novel technologies, for more efficient use of water for irrigation, should be made available to developing countries in semi-arid zones.

2. Agriculture and food

2.1 Important uncertainties remain regarding the prediction of the magnitude and nature of potential impacts of changing climate and higher CO_2 levels on global food security. The potential impact on food production in developing countries, with more than half the world's population, could be more uncertain than recent reviews suggest.

2.2 High priority should therefore be given to research on the direct effects of rising CO_2 concentrations on food and fibre crop productivity and equal priority should be given to research on agricultural emissions so as to determine agriculture's present and potential role as a source of and sink for greenhouse gases, and to clarify the costs and possible trade-offs arising from limitation measures.

2.3 New or strengthened institutional mechanisms are required to upgrade natural resource inventories, research strategies and extension services to raise agricultural productivity and minimize emissions. These mechanisms should include collaborative programmes between FAO and international and national agencies with stress on interdisciplinary activities on food security and related topics.

3. Oceans, fisheries and coastal zones

3.1 The Earth's climate including shorter-term variations is influenced by the coupled atmosphere - ocean system. Coastal zones and their associated high biological productivity, including fisheries, are especially affected. Thus, an improved data base of oceanic parameters is considered indispensable for operational climate forecasting. It is recommended that a global ocean observing and data management system be developed for improving predictions of climate change. Research on the oceans will provide quantification of important feedback loops in climate processes. Observation and research on the El Niño - Southern Oscillation phenomena, on upwelling areas and on biological productivity of the open sea are also important.

3.2 Coastal zones, which are the source of most of the global fish catch, are especially susceptible to effects of global warming and sea level rise. Predicting the impact of changes would be of enormous benefit to the increasing number of people living in coastal areas. Thus, it is also recommended that a programme of coastal zone research and monitoring be established to identify the effects of climate change on the coast and coastal ecosystems, and to assess the vulnerability of various natural and managed ecosystems such as coral reefs, mangroves and coastal aquaculture.

3.3 Action should be taken now to develop coastal zone adaptation strategies and policies.

4. Energy

4.1 In order to stabilize atmospheric concentrations of greenhouse gases while allowing for growth in emissions from developing countries, industrialized countries must implement reductions even greater than those required, on average, for the globe as a whole. However, even where very large technical and economic opportunities have been identified for reducing energy-related greenhouses gas emissions, and even where there are significant and multiple benefits associated with these measures, implementation is being slowed and sometimes prevented by a host of barriers. These barriers exist at all levels - at the level of consumers, energy equipment manufacturers and suppliers, industries, utilities, and governments. Overcoming the barriers obstructing least-cost approaches to meeting energy demands will require responses from all parts of society - individual consumers, industry, governments, and non-governmental organizations.

4.2 Developing countries also have an important role in limiting climate change. Maintaining development as a principal objective, energy and development paths can be chosen that have the additional benefit of minimizing radiative forcing.

5. Land use and urban planning

Population growth, increasing urbanization, and competing demands for finite areas of arable land will produce increasingly severe problems of food supply, energy production, and water resources. Climate changes may exacerbate these problems in some regions. Prudent planning will require baseline analyses of land

use, quality and quantity of water resources, and the assessment of vulnerability of urbanized societies to environmental change. In particular, improved adaptation of urban areas to local climatic régimes needs to be achieved by more appropriate layouts and building densities, and improved building construction through modifications to building and planning regulations. Because conurbations make a major contribution to energy-related greenhouse gas emissions, the design and efficiency of all aspects of urban systems should be enhanced.

6. Health and human dimensions

6.1 The direct impact of climate change on people, their health and cultural heritage, could be severe. There is likely to be increased health inequity between peoples of developing and developed countries. Climatic change could result in increasing numbers of environmental refugees with associated increases of ill-health, disease and death among them.

6.2 Global warming is likely to shift the range of favourable conditions for certain pests and diseases, causing additional stresses on people, particularly those of the semi-arid tropics. It must be appreciated however that serious problems may arise in all parts of the world.

6.3 Research into how human behaviour contributes to and responds to climate change must have increased emphasis. Public awareness and education programmes are particularly essential in this regard.

7. Environment and development

7.1 Climate change, superimposed on population pressures, excessive consumption, and other stresses on the environment imperils the sustainability of socio-economic development throughout the world. In addition, slowing climate change will give countries more time to enhance their prospects for sustainable development. The developed countries need to reduce emissions and assist the developing countries to adopt new, clean technologies.

7.2 Climate change has such important implications for the sustainability of development that policy responses, including measures to reduce greenhouse gases, measures to reduce deforestation, and the commitment of financial and other resources, are justified for that reason alone. Economic policies, such as subsidies and trade restraints, can distort markets so they harm the environment and contribute to global warming and sea level rise. There is an imperative need for development policies that not only reduce global warming trends but also increase economic and social resilience.

8. Forests

While increasing forest cover can contribute to the slowing of global climate change, this is not the major cure for the problem.

Five priority actions are recommended:

(1) Assessing national opportunities to increase forest carbon storage commensurate with national resource development policies, developing an approach by 1992 and completing assessment by 1995.

(2) Managing the world's forests to optimize biomass and resultant carbon storage in addition to the maintenance of sustainable yields of forest products, biological diversity, water quality and the many other values that forests provide.

(3) Accelerating research to assess the added contribution that forests can make to atmospheric CO_2 reduction and the impacts of climate change on the world's forests.

(4) Designing and implementing international monitoring systems to determine conditions and changes in forest ecosystems in response to anticipated climate changes.

(5) Supporting the development of an international instrument on conservation and development of the world's forests linked with climate and biodiversity conventions.

PART III

Organizational and policy issues for international activities

1. The future structure of the World Climate Conference

1.1 The World Climate Conference should be broadened and closely co-ordinated with related programmes of other agencies in response to increased emphasis on the prediction of climate and its impacts.

1.2 The World Climate Data Programme, renamed the World Climate System Monitoring Programme, should be redefined to take into account new objectives.

1.3 Greater emphasis in the strengthened WCP (WCP-2) should be given to adaptation, mitigation and education, with adaptation and mitigation activities closely linked to the Impact Studies Programme (WCIP).

1.4 The World Climate Applications Programme should be renamed the World Climate Applications and Services Programme (WCASP) to reflect the need for intensifying efforts to provide climatological services to a wide variety of users. There should be strong interaction between WCIP and WCASP.

1.5 The organizational framework for international scientific research is in place, constituted by the WCRP, emphasizing the physical aspects, and the IGBP, covering bio-geochemical aspects.

1.6 Governments should establish national committees for the WCP to mobilize support for national activities and to co-ordinate efforts. The United Nations

agencies and ICSU should work towards ensuring regular contact and exchange of information with national committees.

1.7 The mechanism established for overall co-ordination of the WCP, involving meetings of the chairs of steering bodies for the various components, should be actively supported by WMO, and other United Nations bodies concerned and ICSU. Annual meetings of Executive Heads should consider their recommendations.

1.8 Restructuring and strengthening of the WCP will also be necessary to support new activities, such as the development of the proposed GCOS. The Conference recommended that a proposal for the new structure of WCP be formulated by the organizations involved, taking into account the above comments, and presented to the Eleventh World Meteorological Congress, May 1991, and at appropriate meetings of other participating organizations.

2. Special needs of the developing countries

2.1 As stated in the IPCC report, industrialized and developing countries have a common but differentiated responsibility for dealing with the problems of climate change. The problem is largely the consequence of past patterns of economic growth in the industrial countries. However, in future the much needed economic growth in the developing countries could play an important role in determining the rate of climate change.

2.2 Developing countries are being asked to participate in the alleviation of the legacy of environmental damage from prior industrialization. If they are to avoid the potentially disastrous course followed by industrialized countries in the past, they need to adopt modern technologies early in the process of development, particularly in regard to energy efficiency. They also must be full partners in the global scientific and technical effort that will be required. It is clear that developing countries must not go through the evolutionary process of previous industrialization but rather, must "leapfrog" ahead directly from a status of underdevelopment through to efficient, environmentally benign, technologies.

2.3 Although developing countries have collaborated in providing data, and participated to a degree in meetings and research, they have benefited to a lesser extent from the analyses developed from their contributions, and even less so from the applications derived therefrom.

2.4 Therefore, a massive and sustained flow of scientific and technological expertise towards the development of the intellectual resources, technical and institutional capacity of the developing countries is a necessary complement to the efforts of those countries.

2.5 Developing countries should be assisted to build up their capabilities

- To monitor, assess and apply climate information;

- To prepare inventories of greenhouse gases emissions and future emissions projections;

- To identify impacts of potentially global warming;

- To prepare cost estimates and priorities for response strategies to adapt and mitigate problems posed by climate change;

- To participate in the World Climate Programme.

o The mechanisms of the transfer of technology and provision of technical assistance and co-operation to developing countries should take into account considerations such as the need for preferential and assured access, intellectual property rights, the environmental soundness of such technology and the financial implications.

o Taking note that industry plays a significant role in the development and transfer of science and technology, efforts by industry to promote further the development and transfer of environmentally sound technologies should be encouraged, and policies to encourage such efforts should be formulated.

o Additional financial resources will have to be channelled to developing countries for those activities which contribute both to limiting greenhouse gas emissions and/or adapting to any adverse effects of climate change, and promoting economic development. Areas for co-operation and assistance could include the efficient use of energy, land use planning, forest management, soil and water conservations, strengthening of observational systems and scientific and technological capabilities.

3. Co-operation in international research

3.1 The existing and planned research projects of the WCRP and the IGBP address the highest priority scientific issues related to the understanding and prediction of climate variability and change.

3.2 These programmes should be implemented completely and rigorously. It is particularly important that adequate funding, including long-term funding commitments, be provided.

3.3 In view of the progress made in climate research, it is now timely to proceed to the detailed design of an operational global climate observing system (sect. C, paras. 5-8), together with the data communications and other infrastructur needed to support operational climate forecasting. Governments should enter into early discussions aimed at international co-operation in operational climate forecasting.

4. Co-ordinated international activities and policy development

4.1 The Conference endorsed the three streams of international activity:

a. Global measurement and research efforts through the WCP, IGBP, and other related international programmes;

b. Assessment functions of a continuing IPCC to support negotiation of and providing technical input to a Convention;

c. Development of a Convention on Climate Change.

It is essential that all parties to a Convention and related legal instruments should, as part of their obligations, be required to participate fully in the free exchange and flow of information necessary for technical input to the convention. Such a convention should include a technical annex to provide for:

- International co-operation in research, systematic observation and exchange of related information;

- Adjustments based on up-dates of scientific knowledge;

- Strengthening national scientific and environmental capabilities of developing countries.

4.2 The development of policy regarding climate change requires on the part of policy makers an understanding of the underlying science and a weighing of the scientific uncertainties associated with the prediction of climate change and its likely impacts. An important aspect of future work is therefore a continued dialogue between scientists and policy makers.

4.3 The United Nations Conference on Environment and Development (Brazil 1992) provides a valuable opportunity to relate the above three themes to the other environment/development issues and objectives being examined by the Conference. It is therefore essential that the three streams should interact effectively with the Conference.

4.4 It is proposed that the sponsoring agencies for the SWCC consider the possibility of holding a Third World Climate Conference at an appropriate time about the year 2000.

ANNEX III

Ministerial Declaration of the Second World Climate Conference

PREAMBLE

1. We, the Ministers and other representatives from 137 countries and from the European Communities, meeting in Geneva from 6 to 7 November 1990 at the Second World Climate Conference, declare as follows:

2. We note that while climate has varied in the past and there is still a large degree of scientific uncertainty, the rate of climate change predicted by the Intergovernmental Panel on Climate Change (IPCC) to occur over the next century is unprecedented. This is due mainly to the continuing accumulation of greenhouse gases, resulting from a host of human activities since the industrial revolution, hitherto particularly in developed countries. The potential impact of such climate change could pose an environmental threat of an up to now unknown magnitude; and could jeopardize the social and economic development of some areas. It could even threaten survival in some small island States and in low-lying coastal, arid and semi-arid areas.

3. We appreciate the work of the World Climate Programme (WCP) during the past decade which has improved understanding of the causes, processes and effects of climate and climate change. We also congratulate the IPCC, established by the United Nations Environment Programme (UNEP) and the World Meteorological Organization (WMO) on its First Assessment Report on Climate Change. It has identified causes and possible effects and strategies to limit and adapt to climate change, and in the light of the United Nations General Assembly resolutions, has identified possible elements for inclusion in a framework convention on climate change.

4. Recognizing climate change as a common concern of mankind, we commit ourselves and intend to take active and constructive steps in a global response, without prejudice to sovereignty of States.

I. GLOBAL STRATEGY

5. Recognizing that climate change is a global problem of unique character and taking into account the remaining uncertainties in the field of science, economics and response options, we consider that a global response, while ensuring sustainable development 1/ of all countries, must be decided and implemented without further delay based on the best available knowledge such as that resulting from the IPCC assessment. Recognizing further that the principle of equity and the common but differentiated responsibility of countries should be the basis of any

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1/ Statement of sustainable development as agreed at the fifteenth session of UNEP Governing Council (annex II, UNEP/GC 15/L.37).

global response to climate change, developed countries must take the lead. They must all commit themselves to actions to reduce their major contribution to the global net emissions and enter into and strengthen co-operation with developing countries to enable them to adequately address climate change without hindering their national development goals and objectives. Developing countries must, within the limits feasible, taking into account the problems regarding the burden of external debt and their economic circumstances, commit themselves to appropriate action in this regard. To this end, there is a need to meet the requirements of developing countries, that adequate and additional financial resources be mobilized and the best available environmentally-sound technologies be transferred expeditiously on a fair and most favourable basis.

II. POLICY CONSIDERATIONS FOR ACTION

6. We reaffirm that, in order to reduce uncertainties, to increase our ability to predict climate and climate change on a global and regional basis, including early identification of as yet unknown climate-related issues, and to design sound response strategies, there is a need to strengthen national, regional and international research activities in climate, climate change and sea level rise. We recognize that commitments by Governments are essential to sustain and strengthen the necessary research and monitoring programmes and the exchange of relevant data and information, with due respect to national sovereignty. We stress that special efforts must be directed to the areas of uncertainty as identified by the IPCC.

We maintain that there is a need to intensify research on the social and economic implications of climate change and response strategies. We commit ourselves to promoting the full participation of developing countries in these efforts. We recognize the importance of supporting the needs of the World Climate Programme, including contributions to the WMO Special Fund for Climate and Atmospheric Environmental Studies. The magnitude of the problem being addressed is such that no nation can tackle it alone and we stress the need to strengthen international co-operation. In particular, we invite the 11th Congress of the World Meteorological Organization, in the formulation of plans for the future development of the World Climate Programme, to ensure that the necessary arrangements are established in consultation with UNEP, UNESCO (and its IOC), FAO, ICSU and other relevant international organizations for effective co-ordination of climate and climate change related research and monitoring programmes. We urge that special attention be given to the economic and social dimensions of climate and climate change research.

7. In order to achieve sustainable development in all countries and to meet the needs of present and future generations, precautionary measures to meet the climate challenge must anticipate, prevent, attack, or minimize the causes of, and mitigate the adverse consequences of, environmental degradation that might result from climate change. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing cost-effective measures to prevent such environmental degradation. The measures adopted should take into account different socio-economic contexts.

8. The potentially serious consequences of climate change, including the risk for survival in low-lying and other small island States and in some low-lying coastal, and arid and semi-arid areas of the world, g've sufficient reasons to begin by adopting response strategies even in the face of significant uncertainties.

Such response strategies include phasing out the production and use of CFC's, efficiency improvements and conservation in energy supply and use, appropriate measures in the transport sector, sustainable forest management, afforestation schemes, developing contingency plans for dealing with climate-related emergencies, proper land use planning, adequate coastal zone management, review of intensive agricultural practices and the use of safe and cleaner energy sources with lower or no emissions of carbon dioxide, methane, nitrous oxide and other greenhouse gases and ozone precursors, paying special attention to new and renewable sources.

Further actions should be pursued in a phased and flexible manner on the basis of medium- and long-term goals and strategies and at the national, regional or global level, taking advantage of scientific advances and technological developments to meet both environmental and economic objectives.

9. We note that per capita consumption patterns in certain parts of the world along with a projected increase in world population are contributing factors in the projected increase in greenhouse gases.

10. We agree that the ultimate global objective should be to stabilize greenhouse gas concentrations at a level that would prevent dangerous anthropogenic interference with climate.

11. We stress, as a first step, the need to stabilize, while ensuring sustainable development of the world economy, emissions of greenhouse gases not controlled by the Montreal Protocol on Substances that Deplete the Ozone Layer. Contributions should be equitably differentiated according to countries' responsibilities and their level of development. In this context, we acknowledge efforts already undertaken by a number of countries to meet this goal.

12. Taking into account that the developed world is responsible for about three quarters of all emissions of greenhouse gases, we welcome the decisions and commitments undertaken by the European Community with its Member States, Australia, Austria, Canada, Finland, Iceland, Japan, New Zealand, Norway, Sweden, Switzerland, and other developed countries to take actions aimed at stabilizing their emissions of CO_2, or CO_2 and other greenhouse gases not controlled by the Montreal Protocol, by the year 2000 in general at 1990 level, yet recognizing the differences in approach and in starting-point in the formulation of the above targets. We also acknowledge the initiatives of some other developed countries which will have positive effects on limiting emissions of greenhouse gases. We urge all developed countries to establish targets and/or feasible national programmes or strategies which will have significant effects on limiting emissions of greenhouse gases not controlled by the Montreal Protocol.

We acknowledge, however, that those developed countries with as yet relatively low energy consumption (measured on a per capita or other appropriate basis) which

can be reasonably expected to grow, and some countries with economies in transition, may establish targets, programmes and/or strategies that accommodate socio-economic growth, while improving the energy efficiency of their economic activities.

13. We urge developed countries, before the 1992 United Nations Conference on Environment and Development, to analyse the feasibility of and options for, and, as appropriate in light of these analyses, to develop programmes, strategies and/or targets for a staged approach for achieving reductions of all greenhouse gas emissions not controlled by the Montreal Protocol, including carbon dioxide, methane and nitrous oxide, over the next two decades and beyond.

14. We recommend that in the elaboration of response strategies, over time, all greenhouse gases, sources and sinks be considered in the most comprehensive manner possible and also that limitation and adaptation measures be addressed.

15. We recognize that developing countries have as their main priority alleviating poverty and achieving social and economic development and that their net emissions must grow from their, as yet, relatively low energy consumption to accommodate their development needs. Narrowing the gap between the developed and the developing world would provide a basis for a full partnership of all nations and would assist the developing countries in dealing with the climate change issue. To enable developing countries to meet incremental costs required to take the necessary measures to address climate change and sea-level rise, consistent with their development needs, we recommend that adequate and additional financial resources should be mobilized and best available environmentally sound technologies transferred expeditiously on a fair and most favourable basis. Developing countries also should, within the limits feasible, take action in this regard.

16. The specific difficulties of those countries, particularly developing countries, whose economies are highly dependent on fossil fuel production and exportation, as a consequence of action taken on limiting greenhouse gas emissions, should be taken into account.

17. We recommend that consideration should be given to the need for funding facilities, including the proposed World Bank/UNEP/UNDP Global Environmental Facility, a clearing-house mechanism and a new possible international fund composed of adequate additional and timely financial resources and institutional arrangements for developing countries; taking into account existing multilateral and bilateral mechanisms and approaches. Such funding should be related to the implementation of the framework convention on climate change and any other related instruments that might be agreed upon. In the mean time, developed countries are urged to co-operate with developing countries to support immediate action in addressing climate change including sea-level rise without imposing any new conditionality on developing countries.

18. We recommend further that resources be assessed. Such assessments, to be conducted as soon as possible, should include country studies and mechanisms to meet the financing needs identified, taking note of the approaches developed under the Montreal Protocol.

19. Financial resources channelled to developing countries should, inter alia, be directed to:

(i) Promoting efficient use of energy, development of lower and non-greenhouse gas emitting energy technologies and paying special attention to safe and clean new and renewable sources of energy;

(ii) Arranging expeditious transfer of the best available environmentally sound technology on a fair and most favourable basis to developing countries and promoting rapid development of such technology in these countries;

(iii) Co-operating with developing countries to enable their full participation in international meetings on climate change;

(iv) Enhancing atmospheric, oceanic and terrestrial observational networks, particularly in developing countries, to facilitate conducting research, monitoring and assessment of climate change and the impact on those countries;

(v) Rational forest management practices and agricultural techniques which reduce greenhouse gas emissions;

(vi) Enhancing the capacity of developing countries to develop programmes to address climate change, including research and development activities and public awareness and education.

Funding should also be directed to the creation of regional centres to organize information networks on climate change in developing countries.

20. Appropriate economic instruments may offer the potential for achieving environmental improvements in a cost-effective manner. The adoption of any form of economic or regulatory measures would require careful and substantive analyses. We recommend that relevant policies make use of economic instruments appropriate to each country's socio-economic conditions in conjunction with a balanced mix of regulatory approaches.

21. We note that energy production and use account for nearly half of the enhanced radiative forcing resulting from human activities and is projected to increase substantially in the absence of appropriate response actions. We recognize the promotion of energy efficiency as the most cost-effective immediate measure, in many countries, for reducing energy-related emissions of carbon dioxide, methane, nitrous oxide and other greenhouse gases and ozone precursors, while other safe options such as no or lower greenhouse gas emitting energy sources should also be pursued. These principles apply to all energy sectors. Transport energy use attracts special attention of many of us in the light of its role in many developed countries and of its expected importance in many developing countries.

22. We recognize that there is no single quick-fix technological option for limiting greenhouse gas emissions. However, we are convinced that technological

innovation as well as individual and social behaviour and institutional adaptations is a key element of any long-term strategy that deals with climate change in a way that meets the goal of sustainable development. Therefore, we urge all countries, the developed countries in particular, to intensify their efforts and international co-operation in technological research, development and dissemination of appropriate and environmentally sound technologies, including the reassessment and improvement of existing technologies and the introduction of new technologies.

23. We urge that environmentally sound and safe technologies be utilized by all sectors in all countries to the fullest extent possible and further urge all countries, developed and developing, to identify and take effective measures to remove barriers to the dissemination of such technologies. To this end, the best available environmentally sound and safe technologies should be transferred to developing countries expeditiously on a fair and most favourable basis.

24. We note that the conservation of the world's forests in their role as reservoirs of carbon along with other measures are of considerable importance for global climatic stability, keeping in mind the important role of forests in the conservation of biological diversity and the protection of soil stability and of the hydrological system. We recognize the need to reduce the rate of deforestation in consonance with the objective of sustained yield development and to enhance the potential of the world's forests through improved management of existing forests and through vigorous programmes of reforestation and afforestation, and to support financially the developing countries in this regard through enhanced and well-co-ordinated international co-operation including strengthening Tropical Forest Action Plan (TFAP) and International Tropical Timber Organization (ITTO). We recommend that the protection and management of boreal, temperate, sub-tropical and tropical forest ecosystems must be well-co-ordinated and preferably compatible with other possible types of action related to reduction of emission of greenhouse gases, rational utilization of biological resources, provision of financial resources, and the need for more favourable market conditions for timber and timber products. The developing countries should be able to realize increased revenue from these forests and forest products.

25. We also recognize that forests and forest products play a key social and economic role in many nations and communities. We recognize that States have, in accordance with the Charter of the United Nations and the principles of international law, the sovereign right to exploit their own resources pursuant to their own environmental policies, and the responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond the limits of national jurisdiction.

26. We recommend that appropriate precautionary and control measures be developed and implemented at regional, subregional and country levels as appropriate to counter the increasing degradation of land, water, genetic and other productive resource bases by drought, desertification and land degradation.

Observatories on climate and climate change and observatories on ecosystems should be encouraged to work together on drought risks consequences.

Studies must be undertaken on drought and desertification.

We stress that stepped-up financial and scientific contributions be provided to facilitate these efforts.

27. We recommend that similar measures be adopted to address the particular problems and needs, including funding, of low-lying coastal and small vulnerable island countries, some of whose very existence is placed at risk by the consequences of climate change.

III. GLOBAL FRAMEWORK CONVENTION ON CLIMATE CHANGE

28. We call for negotiations on a framework convention on climate change to begin without delay after a decision is taken by the forty-fifth session of the General Assembly of the United Nations recommending ways, means and modalities for further pursuing these negotiations. Taking note of all the preparatory work, particularly the recommendations adopted on 26 September 1990 by the Ad Hoc working group of government representatives and regional economic integration organizations to prepare for negotiations on a framework convention on climate change, we urge all countries and regional economic integration organizations to join in these negotiations and recognize that it is highly desirable that an effective framework convention on climate change, containing appropriate commitments, and any related instruments as might be agreed upon on the basis of consensus, be signed in Rio de Janeiro during the United Nations Conference on Environment and Development. We welcome the offer of the Government of the United States of America to host the first negotiating meeting.

29. We recommend that such negotiations take account of the possible elements compiled by the IPCC, and that the framework convention on climate change be framed in such a way as to gain the support of the largest possible number of countries while allowing timely action to be taken. We reaffirm our wish that this convention contain real commitments by the international community. We stress, given the complex and multi-faceted nature of the problem of climate change, the need for new and innovative solutions including the need to meet the special needs of developing countries.

30. We also welcome the invitations of Thailand and Italy to host workshops, respectively on the feasibility of forestry options, and on all technologies for energy production and use and their transfer to developing countries.

31. We believe that a well-informed public is essential for addressing and coping with as complex an issue as climate change, and the resultant sea-level rise, and urge countries, in particular, to promote the active participation at the national and when appropriate, regional levels of all sectors of the population in addressing climate change issues and developing appropriate responses. We also urge relevant United Nations organizations and programmes to disseminate relevant information with a view to encouraging as wide a participation as possible.